Kawerak WALRUS Program Grant Final Program Evaluation (Grant #02-60-03023)

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WALRUS Program Evaluation

Executive Summary

Kawerak, Inc was awarded a grant (grant #02-60-03023) from the U.S. Department of Commerce National Telecommunications and Information Association Technology Opportunities Program. The grant, entitled "Web Access Links for Remote User Services" (WALRUS) sought to "create easy, convenient access to information about tribal services, programs, and cultural history using a wireless, digital network infrastructure" by placing public-access Internet terminals at 29 remote village locations and updating information about tribal services and cultural history on the Kawerak website.

Overall, the project met its deployment goals within the grant period. A web-based survey of staff and end-users revealed that 86% of the 23 participants either "agree" or "strongly agree" that the WALRUS program was a success.

Completing a project of this magnitude in a region that is extremely remote and known for its harsh weather is difficult at best. Problems reported by project managers included: staff recruitment and retention, weather-related travel delays, turnover of staff at partnering organizations, and funding cuts to the organizational budget.

This grant evaluation is based mainly on interviews and document reviews that took place toward the end of the grant period. User survey instruments described in the initial grant were not deployed as expected. This was mainly due to turnover in the grant management position at Kawerak, and turnover at the agency that had originally agreed to evaluate the grant. Much of the outcomes-related discussion in this report is based on interviews with staff, and a web-based survey that included input from remote site staff and end users.

Kawerak Overview

Kawerak is a Federally-funded tribal organization in Northwest Alaska. (See Map in Appendix A) The organization serves - and is governed - by 20 tribes. Kawerak's main offices are in Nome, Alaska. There are Kawerak employees and programs in 15 villages throughout the Bering Strait region. Travel to the region and within the region is very difficult. None of the villages in the region are connected to the state's road system. Only one village is accessible by road from Nome. Travel is typically done in small planes. Internet access is very limited and relies on expensive common-carrier-managed satellite infrastructure that was originally designed for voice communications.

Kawerak provides a variety of services to the tribes of the region – from vocational training and education to land management, adoption, and financial assistance.

Methodology

This evaluation is based on several elements:

- Review of the grant itself
- Review of TOP grant startup documentation
- Review of TOP grant reports submitted by grantee
- Interviews with key staff
- Site visit
- Web survey

The review of the grant itself, along with the startup documentation and grant reports provided by Kawerak staff helped to evaluate the process elements of the grant:

- Did the grantee do what they say they were going to do?
- Did they do it within the timeline specified?
- If not, why not?

The interviews with key staff were done to answer some of the process questions, as well as some of the outcomes analysis. The grantee listed four major outcomes in its startup documentation (See Outcomes Evaluation, page 7).

While some of these are measurable, it became clear that there was no baseline data and there was very little measurement of progress toward these outcomes. The majority of the information in this report related to outcomes was obtained via interviews and surveys.

The web survey was performed in March of 2007. Because the deployment just ended in the fall of 2006, it is difficult to assess long-term trends. Survey questions were focused around quantifying equipment usage, perceptions of the program's success, and perceptions of whether of not the program achieved its stated goals. Additionally, there were open-ended questions that provided some validation of information from staff interviews and some critique of the project as well.

Grant Activities

One of the WALRUS grant's goals was to 29 public Internet access kiosks in 15 villages. The WALRUS grant also aimed to revamp the Kawerak website (http://www.kawerak.org) to provide information on Kawerak services, share cultural information, and give tribes a way to share information about tribal government in each community (sample screenshots of the website as it appeared at the end of the grant period can be found in Appendix B of this report). This section of the report examines the site deployment plan, the project implementation schedule and the website development that took place as part of this grant.

Sites Deployed

18 of the 29 sites were deployed by the end of the grant. Learning Center sites in several communities were not deployed. Loss of funding for the learning centers (which were funded through a separate grant) forced these centers to close in 2003. One of the tribes -

Nome Eskimo Community - chose not to participate in the grant. The Mary's Igloo Traditional Council did not have a space where the terminal could be placed for public access, however, the Teller Traditional Council is located nearby, and a WALRUS terminal was deployed there.

According to project managers, deployment was delayed at several sites due to staff turnover in the Kawerak Information Systems department. They also reported difficulties with the weather, which often delays flights in small airplanes to the remote village sites. For example, grant evaluator Tom Bunger traveled to Brevig Mission with Kawerak Information Systems Technicians Allen Sagoonick and Waylon Koutchak in February of 2006 to deploy the WALRUS equipment. The plane left as scheduled, but just barely made it out of Brevig Mission as a large storm system moved in. That storm system shut down travel in much of the region for two days due to limited visibility and heavy snow. Kawerak's main offices and many businesses in Nome closed for a day during the heaviest part of the storm. This type of weather is common in the region and often delays travel.

Each deployed site was equipped with a Micron "All in One" Client Pro 424 touchscreen computer, Internet connection and a Hewlett-Packard DeskJet 3740 printer. Kawerak technicians traveled to each site at least once during the grant period to install and configure the computer and network equipment.

The table below lists those sites and their status at the end of the grant period:

Site	Location	Deployed?
Brevig Mission IRA	Brevig Mission, Alaska	Yes
Chinik Eskimo Community	Golovin, Alaska	Yes
Council Traditional Council	Nome, Alaska	Yes
Diomede IRA Council	Diomede, Alaska	Yes
Elim IRA Council	Elim, Alaska	Yes
Gambell IRA Council	Gambell, Alaska	Yes
Kawerak Learning Center	Brevig Mission, Alaska	No
Kawerak Learning Center	Elim, Alaska	No
Kawerak Learning Center	Koyuk, Alaska	No
Kawerak Learning Center	Savoonga, Alaska	No
Kawerak Learning Center	Shaktoolik, Alaska	No
Kawerak Learning Center	Shishmaref, Alaska	No
Kawerak Learning Center	Stebbins, Alaska	No
Kawerak Learning Center	Unalakleet, Alaska	No
Kawerak Learning Center	White Mountain, Alaska	No
King Island Native Community	Nome, Alaska	Yes
Koyuk IRA Council	Koyuk, Alaska	Yes
Mary's Igloo Traditional Council	Teller, Alaska	No
Nome Eskimo Community	Nome, Alaska	No
Savoonga IRA Council	Savoonga, Alaska	Yes
Shaktoolik IRA Council	Shaktoolik, Alaska	Yes

Shishmaref IRA Council	Shishmaref, Alaska	Yes
Solomon Traditional Council	Nome, Alaska	Yes
St. Michael IRA Council	St. Michael, Alaska	Yes
Stebbins Community Association	Stebbins, Alaska	Yes
Teller Traditional Council	Teller, Alaska	Yes
Unalakleet IRA Council	Unalakleet, Alaska	Yes
Wales IRA Council	Wales, Alaska	Yes
White Mountain IRA Council	White Mountain, Alaska	Yes

Project Implementation Schedule

The WALRUS grant proposed to do the following activities according to the schedule identified below. This table shows the activities with the proposed dates, revised dates and the dates the activities were completed.

Description	Anticipated Completion Date	Revised Completion Date	Completion Date
1. Post recruitment ads for web developer and web designer.	11/2003		11/2003
2. Attend TOP Grant Recipient Orientation Workshop	11/2003		11/2003
3. Conduct interviews of qualified candidates for Web Designer and Web Developer positions	12/2003		12/2003
4. Hire new employees to start in Web Developer and Web Designer positions	2/2004	5/2004	5/2004
5. Hire Web Development Specialist	2/2004		2/2004
6. Develop detailed project plan for Wireless WALRUS project.	3/2004		3/2004
7. Conduct staff orientation of WEB TEAM to Kawerak management staff	3/2004		3/2004
8. Conduct Wireless WALRUS presentation for Kawerak Board of Directors representing twenty tribes of the region	4/2004		4/2004
9. Conduct interviews with Kawerak management staff for design input of Kawerak program features.	5/2004	6/2004	6/2004
10. Conduct interviews with Tribal Coordinators and tribal members for design input of tribal web pages.	6/2004		6/2004

11. Design and develop security features, database for document archives, and maintenance procedures for updating web content.	9/2004	4/2005	5/2005
12. Order and install computer and touch screen equipment in each village/tribal office location.	9/2004	7/2006	9/2006
13. Design and develop web pages and links for multimedia presentations of audio and videotape archived material working collaboratively with the Eskimo Heritage Program.	10/2004	4/2005	5/2005
14. Collaboratively design and develop web pages, links and document archives for each of the twenty tribes.	10/2004		12/2005
15. Design and develop email feedback procedures, security features, and maintenance procedures for tribal web pages.	10/2004	4/2005	9/2005
16. Design and develop web pages and links for Kawerak programs and services, working collaboratively with Kawerak's Divisions and Program Directors	10/2004		12/2004
17. Develop database and forms based application that retains client information and uses standardized formatting	12/2004	4/2005	9/2005
18. Design user surveys including information regarding tribal history	12/2004	6/2005	8/2005
19. Order, install, develop and test features for prototype touch screen hardware to be installed in village/tribal office locations.	12/2004		12/2004
20. Transfer all development code in first iteration to new live web site for kawerak.org with appropriate announcement to user community.	3/2005		3/2005
21. Conduct system testing of major features and functions.	3/2005	9/2005	3/2005
22. Complete first iteration design of web page formats, navigation features, static information content, touch screen features and major links for all Kawerak program pages and all tribal pages.	3/2005		3/2005
23. Solicit interest in collectible materials at Tribal Council meetings that can be included in WALRUS	4/2005	11/2005	11/2005

24. Work with Computer Learning	4/2005	11/2005	11/2005
Center program to develop a village			
based course in email and Internet use			
that includes WALRUS in the curriculum			
25. Implement major fixes required as a	5/2005	12/2005	12/2005
result of system testing			
26. Meet with tribal councils to discuss	6/2005	1/2006	4/2006
feedback on system, additional			
information to be provided, and			
timeframe for enhancements.			
27. Conduct user surveys	8/2005	8/2006	
28. Implement enhancements	8/2005	6/2006	5/2006
29. Prepare final system and user	9/2005	8/2006	
Documentation			
30. Conduct comprehensive evaluation	10/2005	9/2006	
survey to determine program			
effectiveness and impact			

Web site Development

A large part of the WALRUS project was dedicated to expanding the Kawerak Internet website (http://www.kawerak.org). Kawerak hired two full-time employees and developed a website that contained information about Kawerak services and how to apply for them, provided cultural videos and pictures, and gave the 20 tribes of the region a place to post information about their communities and their tribal governments. Examples of these pages are contained in Appendix B of this report or can be viewed online.

The design process was very thorough. It included brainstorming meetings with leaders from the region's tribes. Project staff members also consulted with other Kawerak staff about improving access to information about programs and services. The web design team was able to leverage a large collection of cultural videos, songs, and pictures through Kawerak's "Eskimo Heritage Program" – a separate project that is indexing cultural information. Although the TOP grant has ended, Kawerak staff members interviewed plan to continue to maintain the website and add content to it. One of the employees funded under that TOP grant left Kawerak during the grant period. The other has been hired as a permanent employee of Kawerak to continue developing Internet and Intranet web content.

Outcomes Evaluation

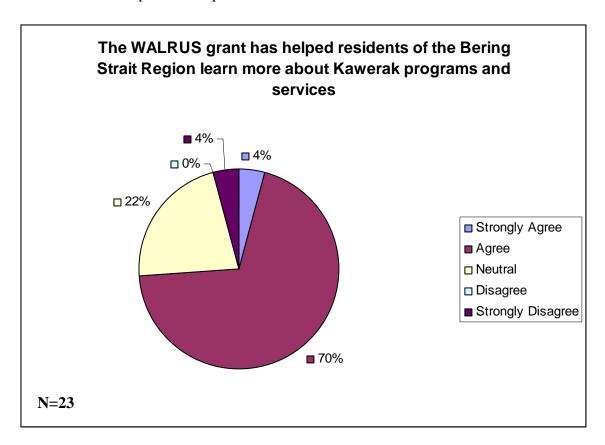
By completing the activities discussed in the previous section, the WALRUS Grant anticipated the following four outcomes:

1. More efficient and effective services provided to tribal members.

Kawerak staff updated the website to contain information about Kawerak services, eligibility criteria, schedules and timeframes. Standardized application forms were

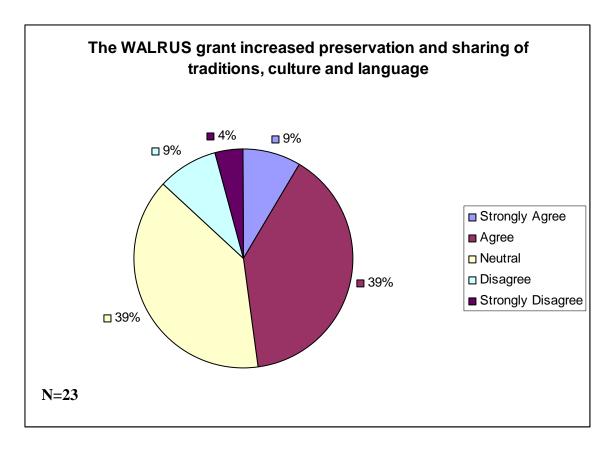
developed. WALRUS managers hoped to see evidence of this outcome through system utilization documentation and user surveys. A wealth of information about Kawerak was posted to the website during the grant period; however, tracking mechanisms were not put into place regarding utilization of the website and in particular, utilization of the applications and forms. The grant proposal included a user survey form to be completed by users. This survey was not implemented.

In a post-grant survey, participants were asked to react to the statement in the chart below. 74% had a positive response.



2. Increased preservation and sharing of traditions, culture and language.

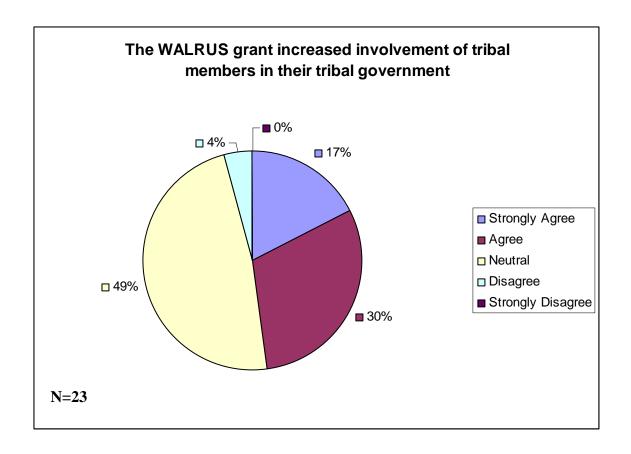
Kawerak staff posted cultural pictures, music and video on the website. These movies, songs, and pictures were obtained primarily through Kawerak's Eskimo Heritage Project (funded through a separate grant). In a post grant survey, participants were asked to react to the statement in the chart below. 48% of the respondents indicated a positive response.



3. Increased involvement of tribal members in their tribal government.

Kawerak staff created web templates for each of the 20 tribes involved in the WALRUS grant. Web developers offered assistance to the tribes to provide information for each tribe's site (calendars, contact information for tribal leaders, bylaws, planning documents, photos). WALRUS grant staff reported widely varying levels of participation among the 20 tribes. The tribal pages continued to be developed even after the grant period expired.

In a post grant survey, participants were asked to react to statement in the chart below. 47% of the respondents indicated a positive response. 49% were "neutral."



4. Improved prosperity and self-reliance in remote tribal communities of the region.

Kawerak staff put regional planning documents online, and indicated they were able to extend Internet connectivity to several computers that were deployed as part of an "ecommerce" grant. Indirectly, the WALRUS program may be helping residents with selling Native artwork and crafts via the Internet. The expectations related to this outcome (as stated in the grant's startup documentation) – "increase in the number of new businesses, increase in the number of community projects carried out by tribal members, and improved community spiritual, mental and physical well-being." – were not base lined at the beginning of the project, and are not easy to track within the time period between grant award and completion. Kawerak may have more success tracking these outcomes over a longer period of time. At this time, there is no data to suggest that the grant either helped or hindered progress toward this outcome

Successes

The WALRUS project introduced public Internet access to 18 locations

The project put in place public access Internet terminals that were used to increase access to Kawerak services, tribal information and cultural information. Prior to this grant, most of the locations did not have public Internet access available. The terminals were also used for Internet research, email, and general browsing. In a web survey, one user

commented: "I'm just very pleased how our tribal members who do not have access to internet at home have it here. They are very proud to use the computer up here." The majority of respondents in a survey (52%) indicated the terminals get used by more than 10 people per week.

The WALRUS project increased cultural awareness

Kawerak has a wealth of information available through its "Eskimo Heritage Program" The WALRUS grant enabled staff to place videos, audio, and pictures on the website that show the history of the people of the Bering Strait region and their rich culture.

The WALRUS project increased access to Tribal Government information

As indicated previously, many of the 20 tribes participating in this project have placed tribal information online that includes calendars, photos, contact information, bylaws, and planning documents. Kawerak leaders are hoping that more tribes take advantage of this resource and have indicated the organization's commitment to continuing to maintain the site and work with tribes to use it.

The WALRUS project increased access to Kawerak services

Kawerak offers a wide variety of assistance programs (educational assistance, scholarships, child care subsidy, and other social service programs). The website now contains a wealth of information about these programs and standardized, downloadable applications for many of these programs.

The WALRUS project enhanced the value of Kawerak's website

Prior to this grant, Kawerak did not have a very strong website. The organization did not have a full-time web developer. Thanks to the WALRUS grant, Kawerak was able to hire a web developer and dramatically improve its website. Following the end of the grant, Kawerak retained that developer as a full-time employee to continue the development and maintenance of the website.

Barriers

Travel delays

The weather in the Bering Strait region is harsh. Many of the communities are located along the coast of Alaska, and are often hard to reach because of wind and fog. At this time, most of the villages are accessible only by small airplanes which can only fly in non-instrument conditions. While the grant and activities of the Kawerak staff cannot change the weather or the geography of the region, technology has done a great deal to mitigate these factors and enhance the ability of organizations like Kawerak to deliver services.

Loss of partner support

Kawerak began the project with two partners – The University of Alaska Northwest Campus and GCI (a telecommunications carrier and Internet provider). Because of

personnel changes at Kawerak (the loss of the WALRUS program manager) and the lack of clarity in the responsibilities of all partners, these partnerships did not survive. Turnover at Northwest Campus ended the partnership for evaluation services. A lack of documentation and clearly-defined responsibilities complicated the relationship with GCI.

Recruitment delays

Kawerak was able to recruit one of the web developers locally. Because the region is so remote, it is difficult to find qualified technical people who live in the region. It is also difficult to recruit qualified technical personnel willing to relocate to the region. Kawerak was successful in recruiting two talented web developers. It just took a bit longer than originally planned.

Varying levels of acceptance and participation

Kawerak is governed by the 20 tribes it serves. Each of these tribes has its own vision, mission and values. While most of the tribes were willing participants in the grant at a high level, some locations were not as willing to participate in the grant as others. In one case, the hard drive was stolen from one of the terminals. In another case, the tribe moved the computer out of the public area and into one of its offices for exclusive use by a staff member. Overall, the tribes involved were pleased with the program and the terminals were used as intended.

Declining funding closed some of the locations

Nine of the 29 sites were Kawerak-run village learning centers. During the grant, the learning centers (which were funded through a separate grant) were forced to close due to lack of funding.

Inconsistent quality of Internet service

All of the villages in this grant have Internet access; however, the quality of this access is not very consistent or predictable. The Internet connection to one of the village offices had a 37% availability rating during the first month of operation (i.e. the connection was unusable 63% of the time). The areas are extremely remote. Most locations do not have technical personnel available. Kawerak's technical staff spent a lot of time working with the Internet providers to troubleshoot intermittent connectivity issues. Better connectivity is available via frame-relay and private line technologies, but the cost associated with leasing bandwidth over satellite is very high (a private line T1 can cost \$10,000 per month).

Unanticipated Outcomes

The WALRUS project enabled "e-commerce"

When connectivity was put in place for the 18 sites, Kawerak was also able to share this connectivity with "e-commerce" computers in Golovin, Stebbins, Savoonga, Unalakleet and Elim. The e-commerce program is funded under a separate grant which is helping village residents establish web-based businesses.

Lessons Learned

Plan for travel delays

Kawerak staff underestimated the amount of time necessary to deploy a project of this size within a region that is known for its harsh whether and difficult travel logistics. In the future, the timelines should be designed to accommodate shipping and travel delays.

Make sure partners understand roles and commit to carrying them out

Kawerak began the project with two partners. There is very little written evidence of communication between these partners and Kawerak regarding roles and responsibilities. The turnover in key positions at Kawerak and at one of the partner organizations added to this issue. The people who filled the key positions at these organizations were not aware of the commitments made by their predecessors. Make sure to sign memoranda of understanding in the future that indicate roles and responsibilities of each partner.

Identify and involve an evaluator at the beginning of the grant

The WALRUS program identified an evaluator in the initial grant, but the partner responsible for the evaluation had turnover in a key position. A new evaluator was selected, but not until late in the grant. Having an evaluator at the beginning of a grant helps to identify ways to gather baseline information at the start of the grant, capture evaluation information throughout the grant, and properly evaluate the grant at its close.

Conclusion

Overall, the TOP grant was successful in deploying technology to some very remote areas and in improving access to services throughout the region. End users and employees reacted positively to the grant. It has provided public Internet access in areas where there are no cyber cafes and few Internet-equipped libraries.

The grant made progress toward its four stated goals:

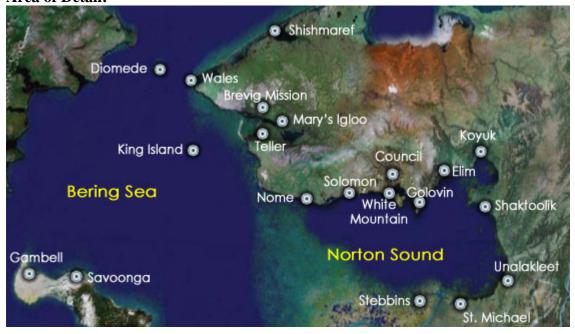
- More efficient and effective services provided to tribal members
- Increased preservation and sharing of traditions, culture and language.
- Increased involvement of tribal members in their tribal government.
- Improved prosperity and self-reliance in remote tribal communities of the region

This program is still developing and growing. While there may not be hard evidence of meeting the outcomes as the grant comes to a close, the Kawerak staff has pledged to continue maintaining the website and working with tribes to fully realize the goals originally identified in the TOP grant.

Appendix A: Map of Alaska, sites



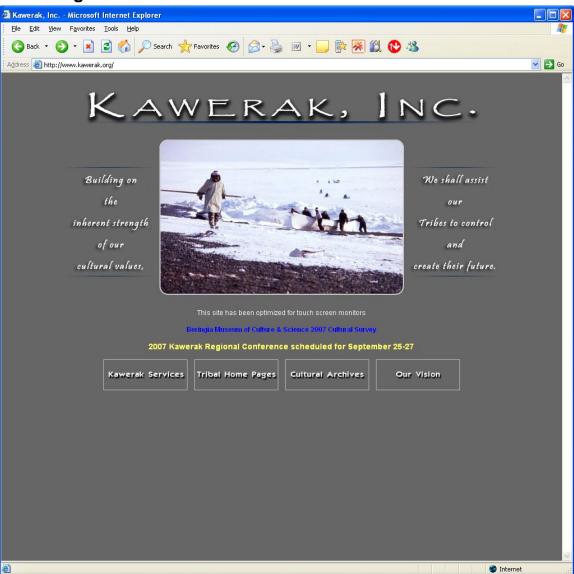
Area of Detail:



Appendix B: Screen shots of www site

The WALRUS project included a major overhaul of the Kawerak website (http://www.kawerak.org). Following the grant, Kawerak continued to support a web developer on its staff and continued to develop the site. The following screenshots were taken in March of 2007.

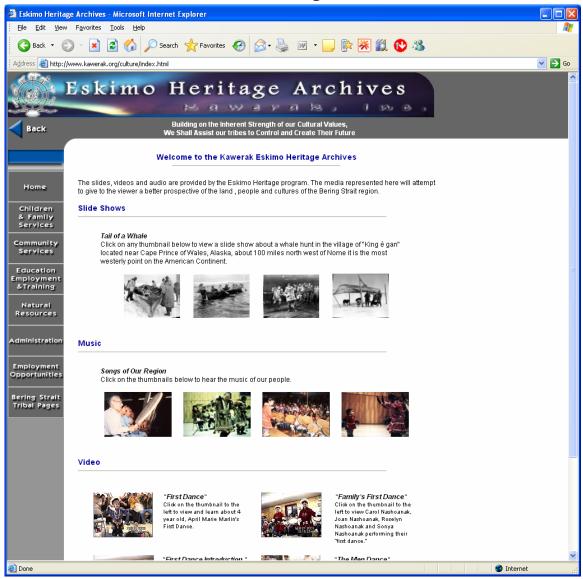
Home Page



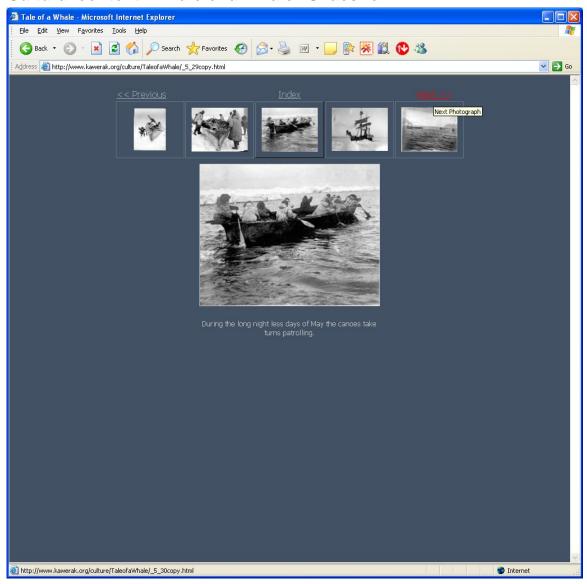
Tribal site (Unalakleet)



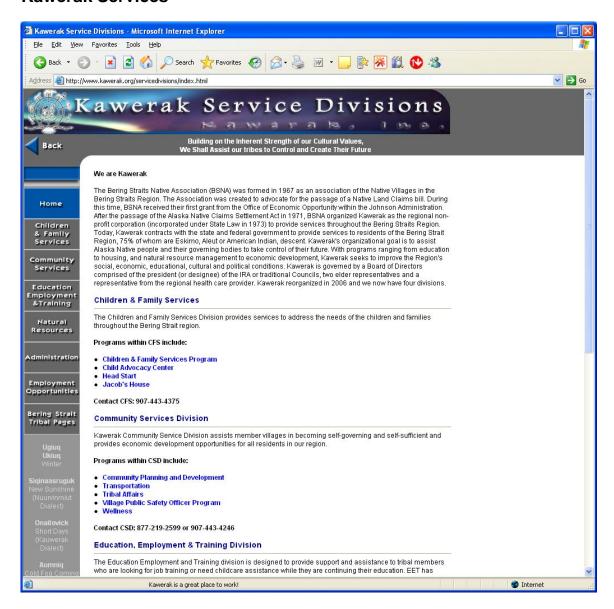
Cultural Content – The Eskimo Heritage Archives



Cultural content - "Tale of a Whale" Slideshow



Kawerak Services



Appendix C: List of interviews

Loretta Bullard, President, Kawerak, Inc.
Tom Guilliam, WALRUS Project Manager; Kawerak Information Systems Manager
Summer Larsen, WALRUS Web Developer
Ginny Emmons, Chief Financial Officer, Kawerak
Kathy Millet-Buress, Grant Accountant, Kawerak

Appendix D: Web Survey

The following questions were asked in a web-based survey

1. What is your relationship to the WALRUS project?

Technical

Point of Contact at site (e.g. Tribal Coordinator, IRA Staff)

Executive

Program/Grant Management

End User

Other (please specify)

2. I understand the goals and objectives of the WALRUS project

Not at all

Not much

Some

Quite a bit

Heavily involved

3. The WALRUS project was a success

Strongly Agree

Agree

Neutral

Disagree

Strongly Disagree

4. The WALRUS terminal in my location gets used by

1-5 people per week

6-10 people per week

More than 10 people per week

None

Don't Know

Not applicable

5. The WALRUS grant has helped residents of the Bering Strait Region learn more about Kawerak programs and services

Strongly Agree

Agree

Neutral

Disagree

Strongly Disagree

6. The WALRUS grant increased preservation and sharing of traditions, culture and language.

Strongly Agree

Agree

Neutral

Disagree

Strongly Disagree

7. The WALRUS grant increased involvement of tribal members in their tribal government.

Strongly Agree

Agree

Neutral

Disagree

Strongly Disagree

- 8. If you were asked to implement a similar project, what (if anything) would you do differently?
- 9. What other types of technology projects do you think would benefit this region?
- 10. Is there anything else you would like to add?

Appendix E: Web Survey Comments

As part of the web survey, users were asked to respond to three open-ended questions. Not all participants responded to these questions, but the ones who did had some interesting responses.

If you were asked to implement a similar project, what (if anything) would you do differently?

- *Make multiple computers available for members of the community.*
- More ink for the printers and more paper for printing applications.
- I would not change anything the way it's set up is good.
- Perhaps a community class offered that explains walrus and how to use the internet
- None, the way this program is set up good. Our Tribal members who do not have access to internet at home can do it here.
- Simplify even more
- One or more computers would help out.
- I would have the computers hooked up sooner. It took a while for the one here to get up and running.

9. What other types of technology projects do you think would benefit this region?

- Quarterly computer trainings for residents on-site, working with volunteering individuals. Basic hands on support for computer illiterate individuals or who are seeking to advance their computer skills or knowledge.
- Another ISP with faster connections. When the school does streaming video GCI slows down, also they sometimes do not provide enough bandwidth for all users.
- arts and crafts probably
- We need to have video conferencing capability. It cost so much to travel and the weather conditions can be severe. Travel funds could go to direct services. If we had audio, we could be having Eskimo lessons of the day. It would also be nice to be able to chat with our village offices regarding business matters.
- Wireless telephone. People buy cellular phones in Anchorage and they are dormant while in the village till they go back to Anchorage for meetings. It is also good that it is in Nome now too.
- I don't know, I liked this project as community members without computers were able to come in and use this one.
- Computer training, Quickbooks training, more vocational/hands on training for any kind of repairs.

10. Is there anything else you would like to add?

• I'm just very pleased how our tribal members who do not have access to internet at home have it here. They are very proud to use the computer up here.

- I just want to add that I am very happy that our tribal members have access to the internet. Kawerak did a good job to provide that for us.
- This was definitely a step in the right direction. The Bering Strait Region should be utilizing technology to the greatest extent possible. Once our Eskimo Heritage collection is completely digitized and we build a Cultural Center, we can really fulfill our goals.
- I just hope that we will have enough funds to keep this computer up and running with internet access.
- Since there are no public internet to utilize in our village, the W.A.L.R.U.S program benefited our village by having community members use the computer for job search, etc., Thanks to Kawerak for the program.
- This is a great project and benefits all the communities in the Norton Sound Region.
- Thank You

Appendix F: Photos



The Brevig Mission village agent transports the bags and mail toward town (February, 2006) The temperature was about -9 that day, with winds at up to 20MPH (wind chill factor -35F)



Kawerak Information Systems Technicians Waylon Koutchak and Allen Sagoonick (L-R) head toward the village of Brevig Mission to deploy networking and computer equipment for the WALRUS project (February, 2006)